

DEPARTMENT OF SOCIAL SERVICES

744 P Street, Sacramento, CA 95814



August 6, 1987

ALL COUNTY INFORMATION NOTICE NO.I-64-87

TO: All County Welfare Departments

SUBJECT: Title XX Block Grant Preexpenditure Report

Attached for your information and comment is a copy of California's Proposed Title XX Block Grant Preexpenditure Report for the period October 1, 1987 through September 30, 1988. Please address your comments by August 27, 1987 to:

Department of Social Services
Adult Services Bureau
744 P Street, MS 6-536
Sacramento, CA 95814

If you have any questions, please contact Mr. Richton Yee at (916) 324-0303.

A handwritten signature in cursive script, reading 'Loren D. Suter'.

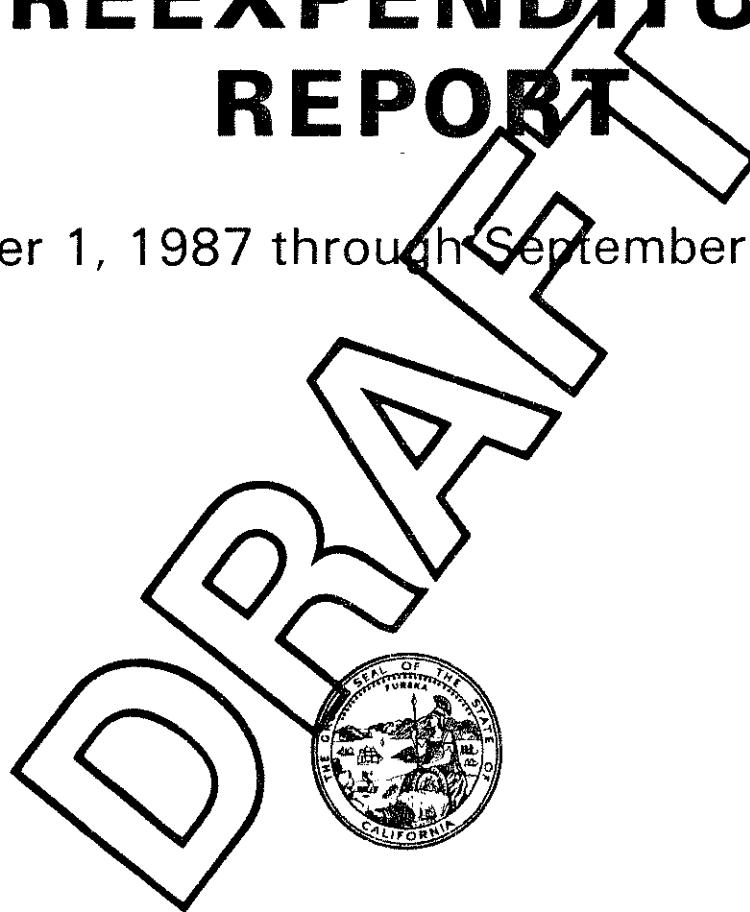
LOREN D. SUTER
Deputy Director
Adult and Family Services

cc: CWDA

Attachment

TITLE XX BLOCK GRANT PREEXPENDITURE REPORT

October 1, 1987 through September 30, 1988



Prepared by
ADULT AND FAMILY SERVICES DIVISION

STATE OF CALIFORNIA
George Deukmejian, Governor
HEALTH AND WELFARE AGENCY
DEPARTMENT OF SOCIAL SERVICES

Introduction

This document is California's Title XX Block Grant Preexpenditure Report for the period October 1, 1987 through September 30, 1988. The report is prepared in conformance with federal and state requirements. It contains a description of the social services programs California will offer during the 1987/88 federal fiscal year funded under Title XX of the Social Security Act.

Since October 1981, federal monies for social services have been given to the states as a Block Grant for Social Services. In order to qualify for these funds, a state must prepare and announce an expenditure plan prior to the start of the federal fiscal year. This report presents that plan.

Copies of the report are being made available to all agencies and persons on the Department's mailing list for public hearings. Additional copies may be obtained through request of the Department. Public comments concerning this report are welcome. They must be received no later than August 27, 1987. They should be addressed to:

Adult Services Bureau
California Department of Social Services
744 P Street, MS 6-536
Sacramento, CA 95814

I. CALIFORNIA'S SOCIAL SERVICES SYSTEM

The public social services system in California is administered locally by each of the 58 counties and is supervised by the state through the Department of Social Services. The state-county system addresses the five federal services goals under Title XX through an array of 21 social services. Eight of these social services have been designated as "mandatory" and must be provided within each county. Thirteen (13) of the social services are designated as "optional"; each county may elect to provide any, all or none. The decision concerning which of the optional services a county will provide is totally a local decision based on local needs, priorities and resources. The total level of social services available within the state is subject to yearly appropriations by the State Legislature, Congress and, to a lesser extent, individual County Boards of Supervisors.

The eight mandated and thirteen optional social services are:

Mandated Services

- Information and Referral
- Emergency Response
- Family Maintenance
- Family Reunification
- Permanent Placement
- Out-of-Home Care for Adults
- In-Home Supportive Services
- Protective Services for Adults

Optional Services

- Special Care for Children in Their Own Homes
- Home Management and Other Functional Educational Services
- Employment/Education Training
- Services for Children with Special Problems
- Services to Alleviate or Prevent Family Problems
- Sustenance
- Housing Referral Services
- Legal Referral Services
- Diagnostic Treatment Services for Children
- Special Services for the Blind
- Special Services for Adults
- Services for Disabled Individuals
- Services to County Jail Inmates

II. INTENDED USE OF BLOCK GRANT

It is the state's intent to use the Title XX Social Services Block Grant Funds to assist in funding benefits under the state-mandated In-Home Supportive Services Program during the federal fiscal year beginning October 1, 1987 and ending September 30, 1988. The Block Grant will not be used to fund any of the other social services. By using Title XX funding only in the In-Home Supportive Services (IHSS) Program, the state and counties are able to avoid unnecessary duplicate accounting and other administrative complexities. It is important to note that this represents only a change in funding alignments; it does not result in changes in any of the services or services levels. The other 20 services programs will continue, but will be funded by the State General Fund and other, non-Title XX federal funding sources currently used for the social services system.

III. THE IN-HOME SUPPORTIVE SERVICES PROGRAM

The following section describes the In-Home Supportive Services (IHSS) Program, the types of activities to be supported and the categories and characteristics of the individuals to be served. The section is followed by a fiscal display which includes the intended use of the Title XX Block Grant and by a statement of assurances that the state intends to comply with specific, federal statutes and regulations.

A. Intent of the IHSS Program

As expressed in the California Welfare and Institutions Code (W&IC) Section 12300, the intent of the IHSS Program is to provide those supportive services to aged, blind, or disabled persons who are unable to perform the services themselves and who cannot safely remain in their homes or abodes of their own choosing unless such services are provided. Limits on the IHSS Program are those contained in the W&IC and imposed by the annual Budget Act.

W&IC Section 12300 describes supportive services to include, to the extent available funds allow, "domestic services and services related to domestic services, heavy cleaning, nonmedical personal services, accompaniment by a provider when needed during necessary travel to health related appointments or to alternative resource sites and other essential transportation as determined by the director, yard hazard abatement, protective supervision, teaching and demonstration directed at reducing the need for other supportive services, and paramedical services which make it possible for the recipient to establish and maintain an independent living arrangement."

The IHSS Program addresses two of the five federal goals under Title XX:

- Goal 3. Preventing or remedying neglect, abuse, or exploitation of children and adults unable to protect their own interests; or preserving, rehabilitating, or reuniting families.
- Goal 4. Preventing or reducing inappropriate institutional care by providing for community-based care, home-based care, or other forms of less intensive care.

B. IHSS Delivery Modes

Service is provided to the recipient at the local level through three possible delivery modes: Individual Provider (IP); contracted provider; and county-employed provider. Services to approximately 86.0 percent of the recipients are delivered by individual providers who are hired directly by a recipient. Approximately 13.0 percent of the recipients are served by profit or nonprofit home care agencies under contract with the counties. The final method of service delivery is that of county-employed staff. An estimated 1.0 percent of IHSS recipients are served in

this manner. All funds identified for IHSS (including the Block Grant) are used solely for providing services through the three delivery modes described above. State and county administrative costs are not included in this item.

C. Recipient Characteristics

For State Fiscal Year 1987/88, the IHSS Program is budgeted for \$473.7 million, serving an estimated 132,000 recipients monthly. Based on Recipient Characteristics Surveys, it is estimated that 61.8 percent of all IHSS recipients are aged. Over three (3.9) percent are blind, and 34.3 percent are disabled. Of the total IHSS caseload, 88.6 percent are status-eligible as recipients of Supplemental Security Income/State Supplemental Program (SSI/SSP) benefits. The remaining 11.4 percent are eligible due to low income (income eligible). Over thirty-eight (38.0) percent of the income eligible recipients must pay a share of cost for IHSS. Approximately 14.6 percent of all recipients fit the classification of severely impaired while 85.4 percent are considered non-severely impaired. Severely impaired recipients are defined as those people needing assistance of at least 20 hours per week to carry out any or all of the following functions of daily living, including routine bodily functions, such as bowel and bladder care and respiration assistance; dressing, oral hygiene and grooming; preparation and consumption of food and meal cleanup for individuals who require assistance with the preparation and consumption of food; moving into and out of bed, other assistance in transferring, turning in bed, and other repositioning; bathing, routine bed baths, and washing; ambulation and care and assistance with prostheses; rubbing of skin to promote circulation; paramedical services; any other function of daily living as determined by the Director (W&IC 12304e). The classification as severely impaired or non-severely impaired becomes important in the IHSS Program since severely impaired recipients are authorized a significantly higher benefit level than are non-severely impaired recipients. For FY 1987/88, the severely impaired monthly maximum is \$1,051 while the non-severely impaired monthly maximum is \$726.

D. IHSS Program Eligibility

In-Home Supportive Services are available to aged, blind, and disabled individuals who require such services and who:

- a. Currently receive SSI/SSP benefits; or
- b. Meet all SSI/SSP eligibility criteria, including income, but do not receive SSI/SSP benefits; or
- c. Meet all SSI/SSP criteria except for income in excess of SSI/SSP eligibility standards.

For those individuals who have income in excess of SSI/SSP eligibility standards, this excess income, called net nonexempt income, shall be applied to the cost of IHSS.

E. IHSS Program Limitations

Under recent state statute and related Department of Social Services regulations, the IHSS Program is limited to an annual funding ceiling imposed by the Legislature. IHSS funds are allocated among the counties based upon formulae which take into account prior expenditure levels and population profiles. Should the estimated expenditures begin to exceed the ceiling established in the Budget Act, the following service limitations will be imposed in the following priority order:

- (1) Reduction in the frequency with which nonessential services* are provided.
- (2) Elimination of nonessential-service categories.
- (3) Termination or denial of eligibility to persons requiring only domestic services.
- (4) Termination or denial of eligibility to persons who, in the absence of services, would not require placement in a medical out-of-home care facility.
- (5) Per capita reduction in the cost of services authorized.

F. IHSS Program Components or Contents

The following is a listing of the services that make up the IHSS Program. The authorized services are contained within Section 30-757 of the State Department of Social Services Manual of Policies and Procedures. All eligibility criteria listed in Chapter 30-700 of that manual must be met in order to authorize any of the IHSS Program components.

*Nonessential services include all domestic services, heavy cleaning, related services except meal preparation and except meal cleanup for individuals who require assistance with the preparation and consumption of food, transportation services, teaching and demonstration services, yard hazard abatement, with the exception of snow removal, routine mending and ironing. Restrictions on nonessential services shall be exempted on a case-by-case basis when denial or termination of such services would result in placement in a medical out-of-home facility, or in a loss of employment, in a life-threatening situation, in conditions which present a substantial threat to health or safety, or in any other condition specified by the Department.

1. Domestic Services
2. Heavy Cleaning
3. Meal Preparation
4. Meal cleanup for individuals who require assistance with the preparation and consumption of food.
5. Restaurant Meal Allowance
6. Routine Laundry
7. Reasonable Shopping
8. Nonmedical Personal Services
9. Transportation Assistance
10. Yard Hazard Abatement
11. Protective Supervision
12. Paramedical Services
13. Teaching and Demonstration

IV. FISCAL DISPLAY

TABLE I

<u>Federal Title XX Allocation</u>		
<u>Federal FY 1986</u> <u>(Actual)</u>	<u>Federal FY 1987</u> <u>(Estimated)</u>	<u>Federal FY 1988 ^{1/}</u> <u>(Estimated)</u>
\$288.9 million	\$291.3 million	\$296.5 million

TABLE II

Comparison of Social Services' Program Expenditure ^{2/}

	<u>State FY 1985/86</u> <u>(Actual)</u>	<u>State FY 1986/87</u> <u>(Estimated)</u>	<u>State FY 1987/88</u> <u>(Appropriation)</u>
Non-Federal	\$321.5 million	\$449.2 million	\$ 542.6 million
Federal			
(including Title XX)	<u>424.8 million</u>	<u>488.5 million</u>	<u>500.1 million</u>
Total	\$746.3 million	\$937.7 million	\$1,042.7 million

TABLE III

State FY 1987/88 Proposed Funding ^{3/}

Counties	\$ 20.5 million
State	149.6 million
Federal	<u>303.6 million</u>
Total	\$473.7 million

^{1/} - Federal Register/Vol. 51, No. 226, November 24, 1986.

^{2/} - Includes In-Home Supportive Services.

^{3/} - Includes funds from the Low Income Energy Assistance Program. All funds identified for "In-Home Supportive Services" (including the Block Grant) are used solely for the provision of services through the three delivery modes described in Paragraph III B, above. State and county administrative costs are not included in this item.

V. ASSURANCES

The State Department of Social Services assures that the program has, and will continue to be administered in compliance with 45 CFR Part 80 so that no person shall, on the grounds of race, color, or national origin be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under the program. The Department also assures that the program has, and will continue to be administered in compliance with 45 CFR Part 84 so that no qualified handicapped person shall, on the basis of handicap, be excluded from participation in, be denied the benefits of, or otherwise be subjected to discrimination under the program.